United Nations S/2014/333

Security Council

Distr.: General
12 May 2014

Original: English

Report of the Secretary-General on developments in Guinea-Bissau and the activities of the United Nations Integrated Peacebuilding Office in Guinea-Bissau

I. Introduction

1. The present report is submitted pursuant to Security Council resolution 2103 (2013), by which the Council extended the mandate of the United Nations Integrated Peacebuilding Office in Guinea-Bissau (UNIOGBIS) and requested me to submit regular reports to it on the implementation of the mandate every 180 days. The report focuses exclusively on the status of implementation of the mandate of UNIOGBIS since my report of 19 November 2013 (S/2013/681). Information on major political, security, human rights, humanitarian and socioeconomic developments in Guinea-Bissau is contained in my report of 12 May 2014 on the restoration of constitutional order in Guinea-Bissau (S/2014/332).

II. Status of implementation of the mandate of the United Nations Integrated Peacebuilding Office in Guinea-Bissau

A. Assisting in the creation of an environment conducive to the holding of free, fair and transparent elections

2. During the period under review, UNIOGBIS assisted national stakeholders in preparing for the conduct of presidential and legislative elections, which took place on 13 April. Detailed reporting on the electoral process is provided in my report of 13 May 2014 (S/2014/332). From 14 to 19 December 2013, UNIOGBIS held a training workshop for 30 members of civil society organizations in the region of Quinara, central Guinea-Bissau, aimed at strengthening the capacity of participants to promote and monitor the human rights to freedom of expression, information, assembly, association and political participation during the electoral process. On 21 March, UNIOGBIS and the National Electoral Commission jointly published a practical guide on human rights and elections, which was widely distributed.

3. UNIOGBIS supported the Ministries of Interior and Defence of the Transitional Government in developing the national electoral security plan for 2014. The plan provided for the two Ministries to jointly command and oversee the

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deployment of officers from the National Guard (2,004), the Public Order Police (2,059), Civil Protection (161), the National Central Bureau of the International Criminal Police Organization (INTERPOL) (2), the Judiciary Police (2) and the Transnational Crime Unit (1). In addition, 700 armed forces were on call as a reserve force for contingencies.

4. From 3 to 14 February, UNIOGBIS implemented the first phase of a training-of-trainers programme on electoral security for 62 police officers from the Public Order Police and the National Guard. The training focused on the Constitution and the Electoral Law of Guinea-Bissau, international human rights standards, gender mainstreaming for law enforcement, the role of the police and civilian protection officers in the electoral process, as well as demonstrations and riot control procedures. Six trainers from the Economic Community of West African States (ECOWAS) Mission in Guinea-Bissau (ECOMIB) also attended the training. From 17 March to 4 April, UNIOGBIS completed the second and third phases of the training, which targeted 1,283 police officers in all regions of the country, with the support of the Peacebuilding Fund under the Immediate Response Facility. The aim of the training was to educate law enforcement officers on principles of electoral security and crowd control, in accordance with human rights norms and taking into consideration the United Nations human rights due diligence policy.

5. On 24 March, UNIOGBIS deployed three United Nations police officers to Bubaque Island in the Bijagós archipelago off the coast of Guinea-Bissau to assist national authorities in enhancing the presence of security institutions during the electoral period. The police officers were responsible for mentoring, training and monitoring the activities of national security and law enforcement institutions in the archipelago and for interacting with residents, as necessary. In addition, the United Nations Development Programme (UNDP) deployed two United Nations volunteers to each of the nine regions of Guinea-Bissau to support the regional electoral commissions.

B. Assisting in strengthening democratic institutions and enhancing the capacity of State organs to function effectively and constitutionally

6. The United Nations system continued to support the implementation of reforms in public administration during the reporting period. UNDP launched the second phase of the reform process, focusing on two priorities: (a) creating a pilot unit within the Ministry of Civil Service and Reforms, including renovation of the facilities (from 13 December 2013 to 14 January 2014); and (b) advocating for reforms and sensitizing the key actors involved in the reform process on appropriate policies, strategies and tools. The support provided by UNDP focused on building consensus and ensuring wide participation in the implementation of public administration reforms. in November and December 2013, 55 civil servants, including 6 women, were trained in public service management. In addition, key legislation, which had been approved to regulate public administration functioning and management, was disseminated to 225 regional and sectoral public administration offices.

7. The United Nations system assisted the Ministry of Economy and Regional Integration in scaling up knowledge of results-based management concepts and tools

to create a critical mass of competent managers and to strengthen national capacity in monitoring and evaluation. Some 50 senior officers from 15 public administration departments received training in this area from 25 to 29 November 2013.

C. Support for the establishment of effective and efficient law enforcement and criminal justice and penitentiary systems

8. From 1 December 2013 to 28 February 2014, a total of 378 people, 21 per cent of whom were women, benefitted from free legal aid provided by the UNDP-supported Access to Justice Centres in the Bissau Autonomous Sector, the western region of Cacheu and the north-central regions of Oio and Bafatá. Legal aid technicians and civil servants from the Ministry of Justice at the Access to Justice Centres resolved over 65 per cent of the cases, mostly through alternative dispute resolution mechanisms. UNIOGBIS police advisers deployed to the UNIOGBIS regional offices in those areas provided technical assistance to the Access to Justice Centres.

9. From 24 to 28 March, UNIOGBIS provided support to a field assessment mission of the United Nations Global Focal Point for Police, Justice and Corrections, which visited Guinea-Bissau to review progress in implementing this arrangement. The mission assessed, inter alia, the work of the United Nations in integrated planning processes, political strategy, human resources planning and financing methods in the areas of police, justice and corrections. The mission's report is expected to contribute to the strengthening of United Nations joint programming and execution in those areas.

D. Support for security sector reform and the rule of law

10. The national security sector reform steering committee held a series of six workshops for 16 security sector reform experts from government institutions, civil society organizations, the African Union, ECOWAS and the United Nations, from 11 to 18 December 2013, with the support of UNIOGBIS. The experts reviewed and updated the security sector reform strategy document, the national action plan on security sector reform, legislation for the special pension fund for members of the defence and security institutions, as well as the terms of reference for the commissions that will be established to follow up progress made in those areas. The workshops will culminate in a national conference on the modernization and restructuring of the security sector, which is scheduled to be held in June 2014 with the technical and financial support of UNIOGBIS.

11. The National Defence Institute, supported by UNIOGBIS, organized four conferences in Bissau and the cities of Quebo, Gabú and Mansoa, in southern, eastern and north-central Guinea-Bissau respectively, between 18 and 27 February. The conferences brought together more than 320 military personnel, police officers, community leaders, government officials and media representatives to discuss the role of the armed forces in democratic systems and in socioeconomic development.

12. On 10 March, the Ambassador of Morocco to Guinea-Bissau delivered a donation of 2,000 military uniforms from Morocco to the Transitional Government.

The donation was granted following the good offices of my Special Representative, José Ramos-Horta, at the request of the armed forces leadership.

E. Assisting national authorities to combat drug trafficking and transnational organized crime

13. The expert on transnational organized crime from the United Nations Office on Drugs and Crime (UNODC) continued to assist national partners with the implementation of the West Africa Coast Initiative in the country and with capacity-building to counter drug trafficking. At a strategic level, UNODC undertook a comparative assessment of the achievements of the Transnational Crime Unit between 2012 and 2013 to identify areas requiring specific intervention by UNODC and UNIOGBIS. Joint efforts by UNODC and UNIOGBIS contributed to ensuring the functioning of the Transnational Crime Unit and enhanced capacity-building across the regions of the country. Lack of sufficient donor support continued to hinder the successful implementation of the West Africa Coast Initiative in Guinea-Bissau.

14. From 25 to 28 November 2013, 30 police officers from the National Guard and the Public Order Police in Buba, Quinara region (central Guinea-Bissau), attended a training course within the framework of the West Africa Coast Initiative, which focused on techniques of criminal investigation, crime scene management, technical surveillance and operational planning and techniques for the collection and analysis of criminal information. On 19 December, 49 police officers from the Transnational Crime Unit, the Judiciary Police and INTERPOL received training on the same topics, in addition to techniques relating to risk assessment in organized crime. From 24 February to 21 March 2014, 4 officers from the Transnational Crime Unit and 24 police officers from the Judiciary Police attended a series of comprehensive and intensive training courses on information management and reporting, international human rights standards for law enforcement agencies, specialized tactical skills, mobile surveillance and criminal investigation on human trafficking. All the courses were conducted with the technical and financial support of UNODC and UNIOGBIS.

15. Between 3 December 2013 and 21 March 2014, the Judiciary Police and the Transnational Crime Unit conducted five joint operations, resulting in seizures totalling 6.5 kgs of cocaine and the arrests of six nationals of Guinea-Bissau, two Senegalese and one Nigerian. However, some elements of other law enforcement bodies continued to interfere in the judicial process, hampering the work of the Judiciary Police and the Transnational Crime Unit in combating drug trafficking and transnational organized crime. On 26 January, three Judiciary Police investigators detained a man at the international airport of Bissau on suspicion of drug trafficking. The suspect, who had arrived reportedly from Brazil on a commercial flight, was being transported to the Judiciary Police premises for questioning when a group of approximately 15 Rapid Intervention Police officers arrived and took him away by force. The whereabouts of the suspect remain unknown to date.

F. Undertaking human rights promotion, protection, monitoring and reporting activities

16. From 28 November to 15 December 2013, the Office of the United Nations High Commissioner for Human Rights (OHCHR), UNDP, UNIOGBIS, the United Nations Population Fund (UNFPA), the United Nations Children's Fund (UNICEF), the United Nations Entity for Gender Equality and the Empowerment of Women (UN-Women) and national non-governmental organizations held a series of human rights activities, in coordination with the Transitional Government, to celebrate Human Rights Day, the 16 Days of Activism against Gender Violence and the twentieth anniversary of OHCHR. These events were held in the cities of Bissau, Bafatá, Mansoa and São Domingos. During the open debates that accompanied the activities, participants emphasized the need to address impunity, nepotism, political and military interference in the justice system, gender discrimination, domestic violence and the exploitation of *talibé* children.

17. Following the establishment of the national Human Rights Defenders Network in September 2013, members of the Network organized a follow-up conference on 19 and 20 December 2013, which was attended by 43 human rights defenders from all regions of the country. The conference, which was held with the support of UNIOGBIS, enabled participants to confirm the constituent general assembly and approve the internal statutes of the Network. The Human Rights Defenders Network was officially launched and its Executive Board sworn in on 24 April.

18. Through its rule of law and justice project, UNDP, in cooperation with UNIOGBIS and the United Nations Office for West Africa, facilitated a "Human rights-based approach and results-based management" workshop for United Nations personnel, government officials, members of the judiciary and human rights defenders, on 22 and 23 January. The training, aimed at strengthening national capacities for mainstreaming human rights in policies and programmes, was delivered by the United Nations System Staff College in cooperation with UNDP, UNIOGBIS and the United Nations Office for West Africa.

19. On 29 January, the Transitional President, Manuel Serifo Nhamadjo, promulgated the Law against Domestic Violence, which was approved by the National Assembly on 18 July 2013. The enactment of this law had been a key recommendation of the universal periodic review and the Committee on the Elimination of Discrimination against Women.

20. From 23 February to 2 March, the Special Rapporteur on extreme poverty and human rights, Magdalena Sepúlveda Carmona, visited Guinea-Bissau. This was the first time an independent human rights expert had come to the country. She met with the transitional authorities, civil society organizations, international partners and United Nations representatives. She also travelled to the regions of Biombo, Oio and Bolama-Bijagos, in western, north-central and western Guinea-Bissau respectively. During her visit, the Special Rapporteur emphasized the situation of women and children living in poverty and recommended the political participation of women at all levels. She called upon the future elected Government to prioritize the equality of women in all spheres of life and to consolidate a legal framework that would increase the role of women in decision-making bodies. She also drew particular attention to the need to revise the laws on inheritance, land tenure and ownership and to increase women's access to health-care services. The final report of the

Special Rapporteur will be presented at the twenty-sixth session of the Human Rights Council in June 2014.

21. On 6 February, the Ministry of Women, Family and Social Solidarity and the National Committee for the Abandonment of Traditional Harmful Practices against Women and Children celebrated the International Day of Zero Tolerance for Female Genital Mutilation, in the eastern region of Gabú, with the support of UNIOGBIS and the United Nations country team. The celebration included a sensitization event highlighting the harmful physiological effects of genital mutilation. On 25 February, the National Committee for the Abandonment of Traditional Harmful Practices against Women and Children organized a training workshop for law enforcement authorities on the prevention of harmful practices against women, in collaboration with the Ministry of Justice and with the support of UNIOGBIS.

22. Moreover, 58 religious and traditional leaders publicly disassociated themselves from female genital mutilation on five separate occasions in February and March. In addition, 180 women opinion leaders, including former female genital mutilation practitioners, made public declarations on 21 November 2013 and 30 January and 6 February 2014 to end the harmful practice. They also set up regional networks to accelerate efforts to end female genital mutilation in their respective regions.

23. Efforts to strengthen the national child protection systems and response mechanisms to support child victims of violence, abuse and exploitation also continued during the reporting period.

24. To promote access to birth registration, especially by the most disadvantaged children, UNICEF fostered strategic partnerships between the Ministry of Justice and civil society organizations, which resulted in agreements on mobile birth registration in rural areas. As a result, more than 18,000 people were sensitized and informed of their right to birth registration, and approximately 8,000 children received birth certificates. Under this initiative, on 22 January, the Ministries of Justice and Health signed a protocol to implement joint interventions to increase birth registration rates through early registration at health-care facilities.

G. Mainstreaming a gender perspective in peacebuilding, in line with Security Council resolutions 1325 (2000) and 1820 (2008)

25. On 9 and 10 December 2013, UNIOGBIS and the National Islamic Council organized a validation workshop to endorse the conclusions of the first phase of a study on the role of women and men within the Council leadership and on the role of women in mediation and conflict resolution. In January, a second phase of the study was conducted in the regions of Bafatá, Gabú and Quinara, in north-central, eastern and central Guinea-Bissau respectively. The study, which is expected to be validated and finalized in June, was aimed at identifying possible entry points to support a programme on gender equality and mediation for women in the National Islamic Council.

26. The Institute for Women and Children, with the support of UNFPA, UN-Women and UNICEF, finalized a national plan to end gender-based violence, for the period from 2014 to 2017, following a dialogue process involving women's organizations, human rights defenders and civil society organizations. The plan,

which was formally adopted by the Transitional Government on 23 December 2013, outlines three pillars for combating gender-based violence, namely, (a) prevention; (b) promotion of an integrated system of victim support; and (c) institutional and organizational capacity development.

27. On 22 January, the Association of Women in Economic Activity and the National Commission of Women Workers of the National Union of Guinean Workers launched a quick-impact project to promote the creation of an environment conducive to women's economic participation, in collaboration with the Food and Agriculture Organization of the United Nations, UNICEF and UN-Women. The Peacebuilding Fund provided a financial contribution to the project.

28. On 23 January, UNIOGBIS organized a training workshop on gender mainstreaming and gender equality for 21 senior police officers, including 9 women, from the National Guard, the Public Order Police and the Fire Brigade.

29. On 29 January, the UNIOGBIS regional office located in Bafatá organized a conference on women and peace and security that was attended by 53 women police and military officers. The conference focused on efforts to achieve gender equality and enhance the competencies of women for positions currently held by men.

30. On 8 March, UNIOGBIS and UN-Women celebrated International Women's Day, in partnership with the Ministry of Economy and Regional Integration, by organizing a seminar to reflect on women's political status in Guinea-Bissau. The Women's Inter-ministerial Committee for Defence and Security and the ECOWAS Women's Peace and Security Network organized two seminars, on 19 and 20 March respectively, within the framework of International Women's Day. The first seminar focused on the role of women in security and defence institutions during the electoral and post-electoral period and was attended by 60 participants, including 43 women from the policing institutions and armed forces. The second seminar, entitled "The four pillars of Security Council resolution 1325 (2000)", was attended by 70 participants, including 50 women.

31. On 18 March, the Transitional Government and the Women's Political Platform, with the support of UNIOGBIS, launched the official publication of a study entitled "Participation of women in politics and decision-making in Guinea-Bissau: from awareness and perception to political practice", covering the period between 1964 and 2013. The study highlighted that women's political participation had been steadily declining since the country's independence. It noted that the representation of women in parliament had decreased from 20 per cent in the period from 1998 to 2004 to 10 per cent in 2013. The study was the culmination of a national participative research programme launched in November 2011.

H. Working with the Peacebuilding Commission in support of the peacebuilding priorities of Guinea-Bissau

32. The reporting period was marked by intense engagement by the Peacebuilding Commission and the Peacebuilding Fund in Guinea-Bissau. The Permanent Representative of Brazil to the United Nations and Chair of the Guinea-Bissau configuration of the Peacebuilding Commission, Ambassador Antonio de Aguiar Patriota, visited the country between 20 and 24 January, along with the Assistant Secretary-General for Peacebuilding Support, Judy Cheng-Hopkins. The objective

of the mission was to identify new peacebuilding challenges and priorities in the light of progress made towards the restoration of constitutional order in Guinea-Bissau. It was also part of an initiative to support United Nations efforts to assist the country in returning to constitutional order, in accordance with the relevant resolutions and statements of the Security Council. Ambassador Patriota debriefed the members of the configuration on the outcome of the visit on 10 March in New York.

33. On 4 February, on the basis of information contained in the quarterly reviews on the status of the Peacebuilding Fund in Guinea-Bissau and in the light of the suspension of the Fund's commitments following the coup d'état of April 2012, the Peacebuilding Support Office requested all recipient United Nations organizations to return the unspent balance of the $16.8 million previously allocated for the Peacebuilding Fund priority plan covering 2012 and 2013. The unspent funds include $1.2 million for the special pension fund for members of the defence and security institutions, which had been transferred to the Government prior to the coup d'état. A new peacebuilding strategy is expected to be developed in the aftermath of the elections.

I. Mobilization, harmonization and coordination of international assistance, including for the implementation of national security sector reform and the rule of law strategies

34. During the reporting period, my Special Representative continued to make efforts to mobilize resources and coordinate international assistance. As described in my concurrent report on the restoration of constitutional order (S/2014/332), he maintained constant dialogue with all international partners to ensure disbursement of the necessary funds for the electoral process. The Office also supported the visit of a high-level delegation of the Group of Seven Plus fragile States from 9 to 15 March 2014.

III. Cross-cutting issues

A. Integration of the United Nations system

35. During the reporting period, UNIOGBIS and the United Nations agencies, funds and programmes finalized the report on the implementation of their joint annual workplan for 2013 and developed a new joint workplan for 2014 under the United Nations Peacebuilding and Development Assistance Framework covering 2013 and 2014. A new United Nations Peacebuilding and Development Assistance Framework covering 2016 to 2020 is expected to be available by the end of 2014.

B. Public information

36. During the period under review, media activities were focused mainly on coverage of the electoral process. State-owned radio and television stations went on strike several times, including for a month prior to the start of elections, demanding payment of unpaid salary arrears and better working conditions. The strikes had a

negative impact on the State radio and television. With assistance from the United Nations, the strikes were lifted on 24 March, enabling the national radio and television stations to cover the electoral campaigning. Despite a persistent shortage of basic equipment and supplies, as well as precarious working conditions, the State and private media provided relatively balanced information on the campaigning.

C. Staff safety and security

37. During the reporting period, there were no direct threats against United Nations staff in Guinea-Bissau. There were two separate incidents of burglary at the homes of an international staff member and a national staff member in March 2014. All security measures applicable to United Nations staff continued to be strictly enforced.

IV. Observations

38. The conclusion of legislative and presidential elections in Guinea-Bissau and the swearing-in of a new administration will provide the citizens of Guinea-Bissau with an opportunity to close the page on a negative chapter in their country's history and to usher in a new era of political stability and economic growth. The expectations in respect of the new democratically elected Government will be significant. It will have to deliver immediate dividends to the population, in particular with respect to the payment of salaries and the delivery of basic services. It will also be expected to address effectively the complex political, socioeconomic, development and human rights challenges facing the country. It is critical that the Government be supported in its efforts by national and international stakeholders, through a process of consensus and in a spirit of inclusivity, placing the higher interests of the country's stabilization and socioeconomic development above personal ambitions.

39. As I have noted in the past, one of the core challenges facing Guinea-Bissau is its weak State institutions, which has contributed to undermine the country's ability to translate its rich natural resources into economic growth and development for the welfare of its population. Building the State institutions of Guinea-Bissau should therefore be one of the first steps in creating conditions conducive to sustainable peace and stability. The elected authorities will need to accelerate the development and implementation of key reforms, including in the public administration, public finance, justice and social sectors. The successful implementation of these reforms will reinforce State institutions and assist in making them more functional and accountable to the citizens of Guinea-Bissau. In that regard, I welcome the public statements made by all political parties reiterating their commitment to focus on rebuilding the State. I also appeal to the international community to support the country's reform processes.

40. I welcome the ongoing discussion aimed at developing a governance efficacy amelioration programme, described in my concurrent report on the restoration of constitutional order (S/2014/332). It will facilitate the management of public resources and international financial assistance and, at the same time, promote transparency and accountability. The convening of an international donor pledging conference, immediately following the inauguration of the new government, in close

consultation with regional, subregional and development partners, will assist in mobilizing resources for the implementation of the governance efficacy amelioration programme. I urge the country's international partners to work with national stakeholders to make the conference a success and contribute to the rebuilding of the State.

41. I would recommend that the mandate of UNIOGBIS, which will expire on 31 May 2014, be renewed for another year, until 31 May 2015. This will enable the Office to support the efforts of the new Government as it settles into office and commences the complex task of rebuilding State institutions. I would recommend that a comprehensive review of the mandate of the Office be conducted in early 2015, prior to its expiration, to ensure that it is aligned with the priorities identified by the new Government and effectively streamlined with the programmes being implemented by other international partners.

42. In the meantime, UNIOGBIS must continue to support national efforts to maintain constitutional order and resolve political tensions through, inter alia, the facilitation of a multilayered national dialogue. The Office must also continue to focus its efforts on promoting the development of sound civil-military relations and supporting the implementation of the national security sector reform, which will modernize and professionalize the defence and security sectors, in close partnership with relevant regional and international partners.

43. As highlighted in my concurrent report on the restoration of constitutional order (S/2014/332), the continuing human rights violations and prevailing culture of impunity in the country remains of serious concern. It is therefore crucial that UNIOGBIS continue its work to promote, protect, monitor and report on human rights and to support national efforts to reform the justice sector. UNIOGBIS will also continue to work closely with UNODC to implement joint capacity-building programmes to combat drug trafficking and transnational organized crime. In that regard, it is critical that the international community provide sustained financial and technical support for those efforts.

44. In conclusion, I wish to express my appreciation to the staff of UNIOGBIS and the United Nations country team, under the leadership of my Special Representative, José Ramos-Horta, as well as to the regional and international partners of Guinea-Bissau for their contributions to the efforts to restore constitutional order and promote peacebuilding in the country.